# UNITED NATIONS PROTECTION FORCE

- *The United Nations Protection Force (UNPROFOR) is an interim arrangement to stop the fighting in Croatia and to create the conditions of peace and security required for the negotiation of an overall settlement of the crisis.*

- *The Force was established on 21 February 1992 by the United Nations Security Council resolution 743 (1992) for an initial period of 12 months.*

- *The Council took this decision on the recommendation by the United Nations Secretary-General, after all parties concerned had confirmed their full and unconditional acceptance of the United Nations plan for a peace-keeping operation.*

- *Subject to the Security Council's agreement, UNPROFOR will remain in place until a negotiated settlement of the conflict is achieved within the framework of the European Community's Conference on Yugoslavia.*

- *UNPROFOR is deployed in three United Nations Protected Areas (UNPAs) in Croatia and is headquartered in Sarajevo, the capital of Bosnia and Hercegovina.*

- *In general terms, UNPROFOR's role is to ensure that the UNPAs are demilitarized, and that the local police forces carry out their duties without discriminating against persons of any nationality or abusing anyone's human rights.*

- *UNPROFOR includes military, police and civilian components comprising a total of some 14,000 personnel.*

- *All members of the Force are under the operational command of the United Nations Secretary-General and are not permitted to receive operational orders from national authorities. They are required to be completely impartial in their relations with the various parties to the conflict.*

- *UNPROFOR's overall command in the field is exercised by the Force Commander, Lieutenant-General Satish Nambiar (India), who is assisted in the political aspects of his duties by the Director of Civil Affairs, Mr. Cedric Thornberry (Ireland).*

***BACKGROUND***

The United Nations became actively involved in the situation in Yugoslavia (a term which, for the purposes of this publication, is used to signify the republics of the former Socialist Federal Republic of Yugoslavia) on 25 September 1991 when the Security Council, meeting at the ministerial level, unanimously adopted its resolution 713 (1991) expressing deep concern at the fighting in that country and calling on all States to implement immediately a "general and complete embargo on all deliveries of weapons and military equipment to Yugoslavia". The Council commended and fully supported the efforts already undertaken by the European Community and its member States, with the support of the States participating in the Conference on Security and Cooperation in Europe (CSCE), to restore peace and dialogue in Yugoslavia. By its resolution, the

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Council invited the Secretary-General to offer his assistance, in consultation with the Government of Yugoslavia and all those promoting the peace efforts. On 8 October 1991, Secretary-General Javier Pérez de Cuéllar appointed Mr. Cyrus Vance, former United States Secretary of State, as his Personal Envoy for Yugoslavia. Since then, the Secretary-General and his Personal Envoy maintained constant contact with all the parties to the conflict, with the Presidency of the European Community, with the Chairman of the CSCE-participating States, with Lord Carrington, Chairman of the European Community's Conference on Yugoslavia, and with other interested parties in their efforts to find a solution to the crisis.

As part of the collective effort to stop the fighting and to find a peaceful solution to the conflict, the Secretary-General's Personal Envoy undertook several missions to Yugoslavia and discussed with all parties concerned, among other things, the feasibility of deploying a United Nations peace-keeping operation in Yugoslavia. On 23 November, the Personal Envoy convened in Geneva a meeting which was attended by the Presidents of Serbia and of Croatia and the Secretary of State for National Defence of Yugoslavia, as well as Lord Carrington. During the meeting, the Yugoslav parties reached agreement on an immediate cease-fire and a number of other issues. Each of the Yugoslav parties expressed the wish to see the speedy establishment of a United Nations peace-keeping operation. However, while progress was made on the other issues, the cease-fire broke down almost immediately.

On 27 November, the Security Council, by its resolution 721 (1991), approved the efforts of the Secretary-General and his Personal Envoy, and endorsed the statement made by the Personal Envoy to the parties that the deployment of a United Nations peace-keeping operation in Yugoslavia could not be envisaged without full compliance by all parties with the Geneva agreement. During subsequent weeks of intensive negotiations with the parties concerned, the implementation of the Geneva agreement was pursued and the general principles were defined for a United Nations peace-keeping operation. On 15 December, the Security Council, by its resolution 724 (1991), approved the Secretary-General's report which contained a document describing a plan for a possible peace-keeping operation. A small group of military officers, civilian police and United Nations Secretariat staff travelled to Yugoslavia to carry forward preparations for the implementation of this plan.

Thereafter the Secretary-General and his Personal Envoy focused their efforts on consolidating the cease-fire and on securing unconditional acceptance of the United Nations plan by all parties to the conflict, including assurances of their readiness to cooperate fully in its implementation. Keeping the Security Council informed of these efforts and the developments in the country, the Secretary-General reported on several occasions that, despite widespread support in Yugoslavia for a United Nations peace-keeping operation, the necessary conditions for its establishment still did not exist.

On 2 January 1992, as part of his attempts to remove the remaining obstacles, the Personal Envoy convened, in Sarajevo, a meeting between military representatives of the Republic of Croatia and representatives of the Yugoslav People's Army (JNA), at which an Implementing Accord on the unconditional cease-fire was signed. With the Security Council's concurrence, newly elected Secretary-General Boutros Boutros-Ghali then sent to Yugoslavia a group of military liaison officers, with the task of using their good offices to promote maintenance of the cease-fire by facilitating communication between the two sides and by helping them to resolve difficulties that might arise. In the meantime, the Personal Envoy, the United Nations Under-Secretary-General for Peace-keeping Operations and their team continued their efforts to secure the cooperation of all Yugoslav parties in implementing the United Nations plan for a peace-keeping operation.

### *ESTABLISHMENT OF UNPROFOR*

On 15 February 1992, after all parties concerned had confirmed their full and unconditional acceptance of the plan, the Secretary-General recommended to the Security Council the establishment of a United Nations Protection Force (UNPROFOR) in Yugoslavia. In his report, the Secretary-General observed that although a number of questions remained unanswered about the extent of cooperation the Force would receive, "the danger that a United Nations peace-keeping operation will

fail because of lack of cooperation from the parties is less grievous than the danger that delay in its dispatch will lead to a breakdown of the cease-fire and to a new conflagration in Yugoslavia".

On 21 February, the Security Council, by its resolution 743 (1992), approved the report and established UNPROFOR for an initial period of 12 months. The Council confirmed that the Force should be an interim arrangement to create the conditions of peace and security required for the negotiation of an overall settlement of the Yugoslav crisis within the framework of the European Community's Conference on Yugoslavia.

### *UNITED NATIONS PROTECTED AREAS*

UNPROFOR is deployed in certain areas in Croatia, designated as United Nations Protected Areas (UNPAs), in which the United Nations Secretary-General judged that special interim arrangements were required to ensure that a lasting cease-fire was maintained. The UNPAs are areas in which Serbs constitute the majority or a substantial minority of the population and where inter-communal tensions have led to armed conflict in the recent past.

There are three UNPAs: Eastern Slavonia, Western Slavonia and Krajina. For United Nations purposes, they have been divided into four sectors: East (Eastern Slavonia, which includes the areas known as Baranja and Western Srem), North (the northern part of the Krajina UNPA), South (the southern part of the Krajina UNPA) and West (Western Slavonia). UNPROFOR has established its headquarters in Sarajevo, the capital of Bosnia and Hercegovina.

UNPROFOR's mandate is to ensure that the UNPAs are demilitarized, through the withdrawal or disbandment of all armed forces in them, and that all persons residing in them are protected from fear of armed attack. To this end, UNPROFOR is authorized to control access to the UNPAs, to ensure that the UNPAs remain demilitarized, and to monitor the functioning of the local police there to help ensure non-discrimination and the protection of human rights. Outside the UNPAs, UNPROFOR military observers will verify the withdrawal of all JNA and irregular forces from Croatia, other than those disbanded and demobilized there. In support of the work of the humanitarian agencies of the United Nations, UNPROFOR will also facilitate the return, in conditions of safety and security, of civilian displaced persons to their homes in the UNPAs.

### *IMPLEMENTATION OF THE UNITED NATIONS PLAN*

The United Nations plan rests on two central elements: (a) the withdrawal of the JNA from all of Croatia and the demilitarization of the UNPAs; and (b) the continuing functioning, on an interim basis, of the existing local authorities and police, under United Nations supervision, pending the achievement of an overall political solution to the crisis.

#### *Demilitarization of the UNPAs*

In accordance with the United Nations plan, demilitarization of the UNPAs is to be implemented as rapidly as possible, in the following way:

(a) All units and personnel of the JNA and the Croatian National Guard/Croatian Army, as well as any Territorial Defence units or personnel not based in the UNPAs, are to be withdrawn from them;

(b) All Territorial Defence units and personnel based in the UNPAs are to be disbanded and demobilized. Disbandment involves the temporary dissolution of the units' command structures. Demobilization means that the personnel involved would cease to wear any uniform or carry any weapons, though they could continue to be paid by the local authorities;

(c) The weapons of the Territorial Defence units and personnel based in the UNPAs are to be placed in secure storage under a two-lock system, with one lock being controlled by UNPROFOR and the other by the president of the council of the *opstina* (district) concerned;

(d) All paramilitary, irregular or volunteer units or personnel are to be either withdrawn from the UNPAs or, if resident in them, be disbanded and demobilized.

It is the responsibility of each unit, before it withdraws or is disbanded, to remove any mines which it laid while deployed in the UNPAs.

The implementation of all these arrangements is to be verified by UNPROFOR's military observers Following demilitarization of the UNPAs

UNPROFOR's infantry units are to ensure that the areas remain demilitarized. The units control access to the UNPAs by establishing check-points on all roads and principal tracks leading to them and at important junctions inside them. At these check-points they can stop and, if necessary, search vehicles and individuals to ensure that no military formations or armed groups enter the UNPAs and that no weapons, ammunition, explosives or other military equipment are brought into them. They patrol extensively inside the UNPAs on foot, and by vehicle and helicopter. They also investigate any complaints made to them about violations of the demilitarized status of the UNPAs. Any confirmed violations are taken up with the offending party and, if necessary, are reported to the Secretary-General and, through him, to the Security Council. If serious tension were to develop among ethnic groups in a UNPA, UNPROFOR is to interpose itself between the two sides in order to prevent hostilities.

*Relocation of JNA*

In parallel with the assumption by UNPROFOR of its protective functions in the UNPAs, any JNA units deployed elsewhere in Croatia are to be relocated to places outside that republic. All Serbian territorial, paramilitary, irregular and volunteer units (other than those disbanded and demobilized in the UNPAs) are to be similarly withdrawn from Croatia. These withdrawals are also to be verified by the UNPROFOR military observers.

*Local administration and the maintenance of public order*

The maintenance of public order in the UNPAs is the responsibility of local police forces who are allowed to carry only side-arms. Each of these forces is to be formed from among residents of the UNPA in question, in proportions reflecting the national composition of the population which lived in it before the recent hostilities. The local police forces are responsible to the existing *opstine* councils in the UNPAs. Any existing regional police structures can remain in place, provided they are consistent with the principle described above concerning the national composition of the local police forces.

UNPROFOR civilian police monitors have no executive responsibility for the maintenance of public order, but they closely monitor the work of the local police forces. To this end, they are co-located with police headquarters in each region and *opstina* and accompany the local police on their patrols and in the performance of their other duties. They investigate any complaints of discrimination or other abuse of human rights and report to the Force Commander any confirmed cases of discrimination or abuse. They require free and immediate access to all premises and facilities of, or under the control of, the local police forces.

UNPROFOR also includes a large civilian component, which performs a wide range of political, legal, informational and administrative functions. UNPROFOR has established in each of the four sectors a civil affairs office whose head works alongside, and in close coordination with, the military commander of the sector.

The civil affairs officers perform the following functions:

(a) identifying the existing arrangements for local administration and for the maintenance of public order in each of the *opstine* in the UNPAs, together with any existing regional structures; (b) confirming that the composition of the existing police forces reflects the national composition of the population which lived in the area concerned before the recent hostilities; and, in cases where that is not so, arranging, in cooperation with the existing local authorities, any change that may be necessary; (c) using their good offices to ensure that any changes to the status quo as regards other aspects of local administration are consistent with the spirit of the United Nations plan and pose no threat to public order.

*Return of displaced persons*

In accordance with established international principles, the United Nations policy is to facilitate the return to their homes of all persons displaced by the recent hostilities who so desire. The lead in this matter is being taken by the humanitarian agencies of the United Nations. UNPROFOR is to provide all appropriate support to this effort in the UNPAs.

*COMPOSITION OF UNPROFOR*

UNPROFOR includes military, police and civilian components comprising a total of some 14,000 personnel. The military component at maximum strength consists of 12 enlarged infantry battalions (some 10,400 all ranks); headquarters, logistics and other support elements totalling about 2,840 all ranks; and some 100 military observers. The police component comprises approximately 530 police monitors, and the civilian component numbers about 500 personnel, most of whom provide administrative and logistical support for the mission.

The military personnel of UNPROFOR is provided by the following 29 countries: Argentina, Australia, Bangladesh, Belgium, Brazil, Canada, Colombia, Czechoslovakia, Denmark, Egypt, Finland, France, Ghana, Ireland, Jordan, Kenya, Luxembourg, Nepal, Netherlands, New Zealand, Nigeria, Norway, Poland, Portugal, Russian Federation, Sweden, Switzerland, United Kingdom and Venezuela. The civilian component of the Force consists largely of staff members of the United Nations.

*UNPROFOR IN BOSNIA AND HERCEGOVINA*

Although the mandate of UNPROFOR relates to Croatia, it was originally envisaged that after the demilitarization of the UNPAs, 100 UNPROFOR military observers would be redeployed from Croatia to certain parts of Bosnia and Hercegovina. However, in light of the deteriorating situation in Bosnia and Hercegovina, the Secretary-General decided to accelerate this deployment by sending 40 military observers to the Mostar region of that republic on 30 April 1992. In May, despite all efforts by the European Community representatives and UNPROFOR to negotiate a lasting cease-fire, the conflict further intensified. On 14 May, when risks to their lives reached an unacceptable level, the observers were withdrawn from the area and have been redeployed in the UNPAs in Croatia. About two thirds of UNPROFOR headquarters personnel were also temporarily relocated from Sarajevo on 16 and 17 May. In so far as security conditions permit, the approximately 90 personnel remaining in Sarajevo have continued arranging, hosting and sometimes chairing meetings between the hostile parties; accompanying delegations to such meetings, arranging and witnessing exchanges of prisoners, wounded and war dead; and performing other humanitarian tasks.

*RELATED SECURITY COUNCIL ACTION*

Alarmed by rapid deterioration of the situation in Bosnia and Hercegovina, the Security Council, in its resolution 749 (1992) of 7 April, appealed to all parties and others concerned to cooperate with the efforts of the European Community to bring about a cease-fire and a negotiated political solution. On 10 April, the Council invited the Secretary-General to dispatch urgently to the area his Personal Envoy to act in close cooperation with representatives of the Community. Mr. Vance undertook his mission from 14 to 18 April. Despite all efforts aimed at stopping the fighting, however, the situation continued to deteriorate.

On 29 April, the Secretary-General informed the Security Council of his decision to dispatch Mr. Marrack Goulding, the Under-Secretary-General for Peace-keeping Operations, to examine the evolving situation in Bosnia and Hercegovina and to look into the feasibility of a United Nations peace-keeping operation. Following Mr. Goulding's mission on 4-10 May, the Secretary-General reported to the Council that "it is not at present feasible" to undertake peace-keeping activities in Bosnia and Hercegovina "beyond the existing limited involvement of UNPROFOR in Sarajevo and in the Mostar region".

On 15 May, the Security Council, in its resolution 752 (1992), demanded, *inter alia*, that all forms of interference from outside Bosnia and Hercegovina, including by units of the JNA as well as elements of the Croatian Army, cease immediately. The Council also demanded that those units of the JNA and elements of the Croatian Army in Bosnia and Hercegovina must either be withdrawn, become subject to the authority of the Government of Bosnia and Hercegovina, or be disbanded and disarmed. It further demanded that "all irregular forces" in Bosnia and Hercegovina be disbanded and disarmed. The Council requested the Secretary-General to continue to keep under review the possibility of deploying a peace-keeping mission in Bosnia and Hercegovina. The Security Council emphasized the need for humanitarian assistance and requested the Secretary-General to keep under

active review the feasibility of protecting humanitarian relief programmes and to report to it in this regard by 26 May.

On 26 May, the Secretary-General submitted a further report to the Security Council summarizing the humanitarian situation in Bosnia and Hercegovina and describing various options for providing assistance and protection for humanitarian convoys. On 30 May, the Council, in its resolution 757 (1992), condemned the failure of the authorities in Yugoslavia (Serbia and Montenegro), including the JNA, to take effective measures to fulfil the requirements of resolution 752 (1992). The Council instituted an embargo on Yugoslav (Serbia and Montenegro) products and commodities, financial and economic contacts, and suspended sports contacts as well as scientific, technical and cultural exchanges. The resolution also imposes an air embargo and the reduction of staff levels at Yugoslav (Serbia and Montenegro) diplomatic missions. Exempt from the sanctions are foodstuffs and medical supplies, as well as UNPROFOR-related goods and services. The sanctions are to remain in effect until the Council decides that the authorities in Yugoslavia (Serbia and Montenegro), including the JNA have taken effective steps to fulfil the requirements of resolution 752.

In adopting resolution 757, the Council also demanded that all parties create immediately the necessary conditions for unimpeded delivery of humanitarian supplies to Sarajevo and other destinations in Bosnia and Hercegovina, including the establishment of a security zone encompassing Sarajevo and its airport. It reiterated its call that all parties continue their efforts in the framework of the European Community's Conference on Yugoslavia and that the three communities in Bosnia and Hercegovina resume their discussions on constitutional arrangements for that country.

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